

## **Historic, archived document**

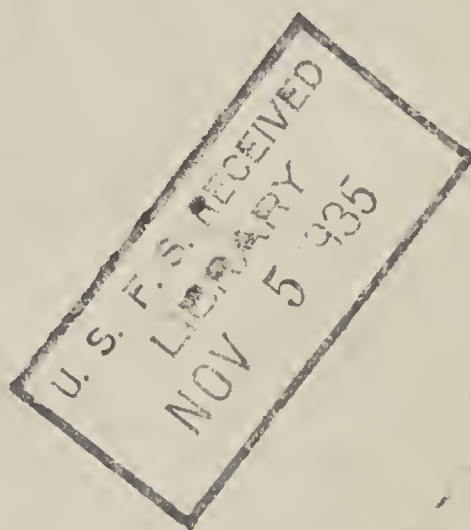
Do not assume content reflects current scientific knowledge, policies, or practices.



NO. 32

JUNE 22, 1935

EXECUTIVE AND PERSONNEL  
**MANAGEMENT**  
ON THE  
NATIONAL FORESTS



A MEDIUM FOR THE EXCHANGE OF IDEAS AND  
EXPERIENCES BY OPERATING EXECUTIVES  
FOR THE BETTERMENT OF THE  
**SERVICE**

CONFIDENTIAL - FOR SERVICE MEMBERS ONLY

# THE MUSEUM

OF THE  
MUSEUM OF THE  
MUSEUM OF THE  
MUSEUM OF THE

23

## CONTENTS

	PAGE
Some Basic Principles That Influence a Plan of Social Adjustment for the National Forests of the North Central Region—John R. Camp.....	2
Comments on Camp's Paper—K. D. Henze.....	5
Direct Relationship of Planning to Local Populations, State, Adjoining States, Nation—N. J. Penick.....	7
Land-Use Planning—R. W. Putnam.....	8
Land-Use Planning and Emergency Work—Howard Hopkins.....	11
Comments on Hopkins' Paper.....	12
Reviews	
Regional Problems in Agricultural Adjustment.....	13
National Significance of Recent Trends in Farm Population.....	13
A Homestead and Hope (Bulletin No. 1).....	14
Suggestions for Discussion.....	15
Discussion of Lesson 31—Objectives in Planning	
By Dana Parkinson.....	18
C. B. Swim.....	18
J. W. Farrell.....	20
Comments on Mr. Farrell's Paper.....	21
H. C. Hilton.....	23
Comments on Hilton's Paper.....	24
L. C. Hurtt.....	24
Chas. DeMoisy, Jr.....	25
Fred R. Johnson.....	26
J. N. Templer.....	27
John A. Adams.....	27



# SOME BASIC PRINCIPLES THAT INFLUENCE A PLAN OF SOCIAL ADJUSTMENT FOR THE NATIONAL FORESTS OF THE NORTH CENTRAL REGION

*By* JOHN R. CAMP

Because of the critical social problems existing in the National Forest areas of the North Central Region, our most immediate necessity is a sound plan of social adjustment. As a basis for determining policies to be followed in building a plan of social adjustment or rehabilitation for this Region, certain salient principles should be considered.

1. At least 25 per cent of the land area of the North Central States has its highest use in some form of forestry, either timber production, recreation, wild-life development, or water conservancy. Through misdirected use of this land for agriculture and the unregulated timber cutting, its soil and forest resources have been seriously depleted. Timber and soil exploitation have indirectly influenced the depletion of wild life, through the destruction of natural habitats and food supplies. Forest resources exploitation has tended to discourage recreational development and has destroyed recreational values. It has, in large proportion, contributed to the national problem of water conservancy and flood control through the effects of excessive run-off rates and widespread soil erosion. Yet, the population of these states is more than able to utilize all of the resources of this forest land, if wisely and intensively developed.

2. This land is a direct influence upon the lives and living of some 2,000,000 people, and under intensive development could support that many more. However, due to faulty use in the past, it cannot support the present population. It is possible, however, to support this population by utilizing it in a well-directed program of resource reclamation. Through a federal subsidy of land development we can bridge the gap between the present reclamative state and the time when self-sustenance can be assured, in the maturing of timber crops, the development of recreational resources and of wild life to the greatest public good, and the proper treatment of agricultural land. Here is an immediate objective for land-use planning, to bring together large areas of land that require proper development and use and a population that needs the assurance of legitimate and permanent work.

3. Agriculture within the forest areas is fundamentally part time. The majority of families must supplement their incomes from agriculture with incomes from outside employment, in order to maintain a reasonable standard of living. Naturally the greatest source of employment is some phase of work related to the forest resources. Experience has demonstrated that agriculture plus part-time forest work has constituted in the past, and will in the future, the general mode of living of our forest population. In the northern states the combination of soil and climate is not conducive to full-time agricultural development. Furthermore, in all states, in the forest land areas the agricultural

products can in nowise compete with those grown closer to the great markets. Agriculture within the forests will, on the whole, be one of subsistence in the raising of agricultural and dairy products for home consumption and local markets. In considering future development and subsistence farms in the forest areas, we must consider that future agricultural development will become more intensified. It should not be the intention of a program of social adjustment to establish farms of such a size that agricultural products from these farms will increase the amount of agricultural products marketed in competition with the better agricultural areas closer to the centers of major consumption.

4. The liquidation of social adjustment or rehabilitation can be accomplished by long-term annual payments, deducted from the income from forest work. Referring to rehabilitation on the National Forests, the simplest form of liquidation would involve the deduction of a certain percentage of an individual's income from forest work, following a payment plan adjusted to each family's ability and needs. The percentage deducted annually would include interest and insurance, and the entire plan would compare favorably with a similar plan now used by the Farm Credit Administration.

5. For the success of the social adjustment plan on the National Forests, we must go further than rehabilitating only those families who have forest work capabilities and who can liquidate the cost of rehabilitation from their forest work incomes. Complete rehabilitation should be our objective. The class of unemployable families will constitute from 15 per cent to 25 per cent of the total family population of the National Forests. Although there may be a sacrifice on our part in influencing this type of family to relocate, we will have greater success with the employable population if we show no selfish motives, but demonstrate that the plan of adjustment will benefit everyone. Co-operation with local relief officials and with county and town officials must be enlisted in developing a favorable plan for the rehabilitation of unemployable families.

6. Rehabilitation on the National Forests will assume various forms, according to the physical characteristics of the land, and the type, character, and distribution of the population. The amount of available and purchasable agricultural land, and its distribution, will determine the number that can be resettled in restricted areas. In many cases, suitable resettlement land must be found outside the National Forest boundaries, but so closely adjacent that individuals can work a full day in the forest. On certain National Forests, favorable agricultural land occurs only in scattered sections of from 40 to 360 acres. The type of resettlement may vary from small farms scattered along the main highways, or small groups of farms in favorable areas, to resettlement communities of from 50 to 200 families. In planning for the permanent adjustment of all types of families, various nationalities, creeds, and modes of living, there must be a wide variation in the type of rehabilitation offered. Generally speaking, the present residents of our National Forests are distinctly individualistic. Considering the population as a whole, we have two general types, "farm families" and "woods-worker families." The first type of family has derived most of its income from farming, and might be averse to



settling in a community. If the National Forest contains this type of family, individual or small group resettlement might be the best plan, restricting resettlement, of course, to areas affording year-'round transportation facilities, contiguous to permanent communities, and within the bounds of economical as well as efficient local government. The "woods-worker" families, as a class, are gregarious. They look with favor upon rehabilitation in a large resettlement area. The amount of cultivated land made available to these two general types would vary with each individual family's capacity and ability to cultivate and grow crops on the land. The type of resettlement varying from individual to large group resettlement may occur within one forest, or may be entirely scattered on one forest, while the community type entirely may best be developed on another. There are distinct advantages for all forms, and each should have its place when resettlement is based on the sound judgment of the physical and social characteristics of the National Forest. For the success of social adjustment of the resident forest population, a wide variation in treatment is necessary. However, when the local population has been rehabilitated, the best type of rehabilitation for families from urban areas will be through the development of subsistence farm communities.

7. The success of a social adjustment plan, as with any other plan which concerns the interests of a great number of individuals, lies with the acceptance of this plan by the people. First and foremost there should be eliminated any thought of coercing or compelling families to accept rehabilitation. Furthermore, we cannot sell this program to the public. If it is favorable it will be accepted. If not, it would be foolhardy to try to force it upon the people. There is something wrong with the plan if it arouses great disfavor. The plan should make rehabilitation so favorable to stranded families that it will sell itself by the simple process of example—setting up at first demonstration resettlement farms, and affording some of the outstanding cases the opportunity for resettlement.

8. One of the widespread advantages of complete rehabilitation will be the stimulation of basic industries, such as lumber and steel and allied building materials. One of our most important forms of rehabilitation should be the reconstruction and renovation of the present farm buildings and homes of well-located families. Most of these families are borderline cases, on the verge of public relief; their farms are perhaps mortgaged, and they are living under the poorest conditions. This type of family would not be eligible for a loan from either a federal or a private agency for farm development. We can go far towards raising the standards of living of our best families if we can afford them an opportunity for this form of rehabilitation, the cost of which can be liquidated in a similar manner as families to be relocated. It must be considered that the number of families living on submarginal land is small, compared to the total family population of the National Forests. If these so-called submarginal families were to be resettled on good agricultural land and afforded modern homes and conveniences without due consideration given to the great number of families who are permanently and well situated in their present location, we would invite overwhelming criticism, and eventual defeat.



## COMMENTS ON CAMP'S PAPER

*By* K. D. HENZE

These comments will be confined to paragraph 6 of Camp's paper.

Camp has pointed out that the type of resettlement must be varied in accordance with the available agricultural land and the social characteristics of the people to be rehabilitated. He also states that each form of development has its advantages and its place on the National Forests.

It would seem to be good policy to have the ideal type of resettlement firmly in mind in connection with land-use planning, and to assure ourselves that the basic principles of the ideal form are being adhered to as closely as possible in resettlement planning.

Which is the better: community or dispersed settlement, and is the better of the two sufficiently superior that its accomplishment should be attempted in the face of adverse social or physical aspects of a given case? It is considered that the farm products produced in resettlement areas will be entirely for local consumption, with the possible exception of very specialized crops, and further that large farms on good soil and their occupants are not within the scope of Forest Service planning.

The scattered farm type of settlement will, of course, appeal to the worker of individualistic temperament. Areas of arable land throughout the forest may be well utilized as homesites for resettlement purposes.

It has been proposed that workers will be settled on farms scattered throughout the forest, and that each worker will be assigned a specific area upon which, it is contemplated, he will perform all the necessary planting, thinning, feeder road and skid road construction, as well as felling, bucking, and delivery to a truck road of all products to be cut from the area. Payment for this work would be made on a contract or piecework basis. In theory, at least, under this arrangement, the worker would develop and have an active interest in the good condition of the forest, and, due to his familiarity with his own area, certain costs of supervision would be avoided. The costs of supervising these activities in one-man crews or the costs of training the workers so they could work without supervision, would be considerable. Workers of aggressive character would be required, as much of the work is not of the sort that is usually performed by men working alone. If workers were not assigned to specific areas, considerable effort would be expended in traveling to and from points in the forest where work was being conducted.

The dispersion of workers throughout the forest would seem advantageous for fire control purposes, since early discovery and prompt action would seem possible in every case.

Sizable areas of land would be available for cultivation and pasture for each family, permitting the raising of domestic livestock, which would perhaps result in a greater degree of self-sufficiency and a better type of agriculture than in forms of resettlement permitting only comparatively small plots for

each family.

Under this type of settlement workers would be forced to own some means of transportation or to forego many desirable social contacts and suffer much inconvenience in the purchase of supplies and marketing of products. The cost of such transportation would eat heavily into the worker's income. Road and telephone costs would be high per family, and the cost of running water and electricity would be prohibitive except to a very few fortuitously located families. Buses would have to be maintained for the transportation of school children.

Resettlement of workers in communities would appeal to the more socially minded. It would be possible to lay out villages on areas of good land in lots of sufficient size so that each family could raise all the garden stuff and poultry they would need. If considered necessary, each family could keep one or more milch cows, pasture for which could be provided near by. With such a concentration of workers, streets, sewers and sidewalks could be provided at reasonable cost. Water and electricity could be provided at low rates by central plants. Good schools would be within walking distance.

Workers could readily be supervised in comparatively large groups, and transportation to and from woods work would be provided by the equipment necessary for the transport of materials and products, and without expense to the worker. Work within the forest could be concentrated within limited areas each season, and the transportation system could be laid out in more simplified, and probably less expensive, manner than the system required for scattered homesteads.

Medical attention and hospital facilities would be available more promptly and at less cost. The social advantages are evident.

Fire control could be readily handled under the central crew plan, and the risk of forest fire would probably be much less, due to persons in the forest. Control of the risk in areas of high hazard would be much easier to accomplish.

To sum up the scattered farmstead plan seems to be based on considerations relating largely to the location of the workers in close proximity to the scene of his labors. The community plan seems to take the needs of the worker's family into more complete consideration, as well as the social needs of the worker himself, without reducing his capacity to be self-sustaining.



# DIRECT RELATIONSHIP OF PLANNING TO LOCAL POPULATIONS, STATE, ADJOINING STATES, NATION

*By* N. J. PENICK

In Mr. Keplinger's outline of land-use planning discussions the third topic is of special interest to Public Relations. The success of any plan that concerns a number of people depends largely on the support of those concerned. In contemplating the direct relationship of planning to local populations, the State and the Nation, it is inconceivable that there would be no effort to inform the individuals who constitute these divisions regarding the objectives and attainments of the planning that is being done in their behalf. Just what, then, are the PR problems involved in the land planning that is now under way; what methods and means are to be used in surmounting these problems?

Land-use planning has considered the individual—but primarily in relation to his rights as they conflict with the interests of the group or the community. It would be ridiculous, of course, to make an extensive survey and plan for the welfare and security of Bill Jones, except where such a plan might be applied to a number of Bill Joneses who constitute the community. But has Bill Jones considered land planning? It is comparatively easy for him to subscribe to the wide general benefits of wise planning, but when this planning actually presses upon his own desires and aspirations his acquiescence may be much more reluctantly given. There is a PR problem, therefore, in the education of individuals, which goes much deeper than selling to each of them the advantages of planning for the future, in that these members of the group must be taught, also, to relinquish selfish consideration to group welfare. Not an easily surmountable obstacle. It can be done coercively by suitable legislation, against which Bill Jones can but ram his head as against a stone wall. A wise pursuit of PR methods, however, should strive to reduce the necessity for this to the absolute minimum—not only for the sake of the individual, but for the economy of money and resources which are called upon in such scrambles as the "Blank Creek Desert Case," discussed in these pages before.

Providing for the conservation of resources and the improvement of public welfare also brings in a PR problem in group education. Information regarding the progress of the planning should be furnished at all times to keep people interested in the idea of planning the development of their communities, their States and the Nation; to convince them that planning well will pay dividends in future social and economic benefits. Newspapers, magazines, radio, motion pictures, speeches and general every-day conversation, all can be used to further this group or community education. Without this effort to enroll the support of individuals, clubs, groups and municipalities planning will suffer by the delays and litigations of unfavorable legislative procedure.

Behind all this is the thought—are we planning our PR methods and means to keep pace with, or a little ahead of the actual progressive planning for the development of social and economic welfare—or will we adopt the circumambulatory methods that were used to conclude the "Blank Creek Desert Case"?

## LAND-USE PLANNING

*By* R. W. PUTNAM

Shortly after 1735 B. C., when he ascended the throne, the Pharaoh, Ikhnaton, for reasons that he had deserted ancient Thebes and removed the capital of Egypt to Amarna. It so happened that the activating motive in this affair was religion, but beneath it lay something stronger, something more vital and fundamental. Egypt, in warlike contact with her neighbors, became internationally minded, just as we have done after the great war. Out of internationalism arose monotheism, and Ikhnaton, the chief and certainly the most puissant exponent of this, planned and built Amarna to supplant Thebes, where the old polytheistic orders were dominant. He was the primordial tadpole of land and social planners, and his innovations lasted but a little longer than he did. He seems to have had nearly everything—objectives, authority, and knowledge, and yet he failed conspicuously.

On June 15, in the year 1215, King John, at his barons' sword points, signed the Magna Charta at Runnymede. This document was a species, or at least a variety, of social and land planning. Its success was more signal than that which awaited Ikhnaton's projects, and this was progress.

I would contend that the length of time required to make this much progress is typical of the time which man always requires for progressing, and that the method used for progressing is that of trial and error, and that this method is inordinately productive of bloodshed and misery. Does this sound pessimistic? Or sour? Please note that progress was made, and that it was of a singularly durable sort. However, I deduce that land planning is not a universal panacea for our ills, and that in its improved (I daren't say "ultimate") forms it will differ from what now exists as much as an NRA code differs from Magna Charta.

Our local State planning council has no authority. It may recommend, or in some cases disqualify, but that is all. Authority is clearly necessary. Plans without authority won't help in such incidents as Mr. Keplinger's Blank Creek Desert case. The knowledge was available, wasn't it? The Forest Service knew the Blank Creek Desert was unfit for occupation, didn't it? The reasons for this unfitness were known, were they not? Statewide land classification or anything similar was not needed, was it? Authority in possession of those who also possessed the knowledge was equally necessary and lacking. When those who possess the knowledge can say "scram," and mean it, then we will have some effective land and social planning. We will also have Utopia.

Men have always dreamed and written of Utopias, and so far as I know, all Utopias, whether conceived by Bacon, or Moore, or Wells, or Bellamy, agree in vesting the good, and especially the wise, with authority. There is no doubt that our planning ideas are a full stride in this direction; or at least I have no doubt of it. In an especial case it seems obvious that the delegation of authority to design the City of Washington to L'Enfant was an excellent effort to employ the wise.



Unless I err, L'Enfant also designed Detroit. Both Washington and Detroit are laid out like a wheel, with streets (the spokes) radiating from hubs (the Capitol in one case, the City Hall in the other). The design in both cases permitted artillery protection of the halls of government, and if one stands at either the Capitol in Washington or the City Hall in Detroit, he will see how this could be. It so happens, however, that military practice and artillery of today are so different from those which L'Enfant knew about that the city designs have no military significance whatever, and in Detroit, at least, they create traffic problems which are very difficult and costly to solve. L'Enfant did not foresee street cars and automobiles. You can't blame L'Enfant, but he made a mistake just the same; the sort of a mistake which planning of the sort we are talking of is likely to make any time. It arises out of inability to foresee the future.

We, ourselves, have often required the ability to prophesy, and, no doubt, are more conscious of its necessity than many other groups. However, we are going to classify land on the basis of use. Are we going to prophesy better than L'Enfant? And are we going to base our classifications, and hence our use, upon the worst set of conditions, upon the best set, or upon normal or average conditions?

This is not intended to be, nor is it a purely rhetorical question. If land in the Big Bend country of Washington had been classified on the basis of use in 1916, large areas would, no doubt, have been classified as properly useable for wheat production by means of dry-farming methods. Since 1916, however, a few years of drought have demonstrated that such a classification would have been wrong, and most certainly couldn't have resulted in "the greatest good to the greatest number in the long run." Our land classifiers are going to ask the Weather Bureau many questions, are they not? They are going to want to know a lot about long-distance weather forecasting, don't you think?

This matter of "greatest good, etc," is plenty tricky. Quite often it is necessary to deal with obvious but intangible values, and in such cases opinion or policy settles the question. Quite often the opinion which does the settling is majority opinion, and may or may not coincide with the opinion of the few who are most familiar with all circumstances, and whose opinions run the best chance of being correct. As a matter of fact, I don't know anything about the "greatest good to the greatest number in the long run." I have made, as occasion has required, calculations of money yields in order to determine relative values. None has ever suited me, convinced me, convinced (so far as I know) anyone else, or filled the bill. For example, it is impossible to get a satisfactory money estimate of the value of game and game hunting even after the intangibles are ignored. If you want to call hunting, plus catering to hunters, an "industry," it is a secondary or distribution industry almost altogether. It creates very little wealth. Conditions vary, but hunting in the State of Washington brings almost no money into the State. The number of out-of-state hunting licenses sold each year testifies to this. And yet there is a general feeling that game and hunting have a high degree of value in terms of human

health and happiness. I have this feeling myself, although I can produce figures which do not agree with it.

I think that the notion of multiple use must be the outcome of some such quandary as the one above. An area can't be used for one thing alone without injuring someone, and so it is used for several things. It isn't necessary to determine which use is the most important, because there is no idea of eliminating all uses but one. It's a good practical idea, but I honestly believe that it is at its point of greatest usefulness right now, and that we will return to the idea of specialization, so that some areas will be used for recreation, others for timber production, others for grazing, others for cities, others for agriculture, etc. Why do I believe this? Well, for several reasons; but before proceeding, it is necessary to insert a discreet whereas. Multiple use can't be entirely avoided even if we wish to do so. Deer will breed on various timbered areas, and hunters will hunt them there.

The history of a new country simply recapitulates the history of man. The first white men in Washington were hunters, and they found stone-age hunters here. On the heels of the hunters came the flockmasters, or shepherds, then the agriculturists, and last, industrial development. The development of great urban populations is simply a phase of industrial development, but there is nothing in history to indicate a stage beyond the industrial and urban. At present there are no indications that urban development has reached or passed its zenith. Quite the contrary. Some of us in Washington are wondering what the power to be developed at the Grand Coulee and at Bonneville will be used for. These developments are only a part of what our urban populations will require. A great many chemical reactions require energy. Eventually a good, liberal share of our populations will consume synthetic food. The idea is J. B. S. Haldane's, not mine. This food will be synthesized in towns, and the urban populations are not going to be interested in multiple use to the extent that we are, because agriculture as we know it won't exist. Smaller portions of the world will be occupied because population will be controlled. And this brings me back to "greatest good to greatest number."

Our land planning is going in for quality instead of quantity. We will emphasize happy and prosperous instead of large populations. That is what I understand proper use to mean. It isn't use of land that is important, it is man. It is better to have a capable, happy, informed and secure ten million than a hundred million paupers. Or isn't it?

We have done everything we could to enlarge our population, and out of this enlargement have arisen various evils, including improper use of land, which is not a disease, but a symptom. Land-use planning is simply an attempt to cure a symptom. I can't dissociate land-use planning from social planning, and I cannot argue myself into believing that our "greatest good" doctrine is sensible unless there is some way for defining the precise magnitude of the "greatest number." The land planner, for at least the time being, must contribute a good deal to this definition, but upon the whole land planning is easy compared to the job of producing the social changes which will be needed before



people will accept the plans. I'm certainly not worried about land planners making mistakes. They will, but they will be able to keep ahead of society, and they are ahead of it now.



## LAND-USE PLANNING AND EMERGENCY WORK

*By* HOWARD HOPKINS

Not long ago, when the C. C. C. project was first considered, there were many in the Forest Service who muttered about the danger of "biting off more than we can chew." The phrase, "I don't see where we can put them without trampling down all our reproduction," was in common and popular use. The undertaking of the C. C. C. project has been the result of an opportunity thrust upon us, more than the result of our vision of the available opportunities with advance planning for the utilization of such opportunities. Have we profited by this experience so that our vision, in the future, shall not be too limited and narrow in planning the future utilization of the National Forests for the greatest public benefit?

The Forest Service is now turning out emergency work figures and estimates in immense quantities. We are starting to talk in terms of ten-year-work programs, and are beginning to include in our social utilization planning the work available in the utilization of resources. An analysis of the amount of available fully justified work (fully justified work, meaning work which will return to the Government for each dollar invested an equal amount in cash or other benefits), including utilization of resources, on six Forests in Region 7 indicates a total available of 71,374 man years of work, with 50 weeks' work for each man year. The smallest amount of work available in any of the ten years (1936-45) amounts to 6,329 52-week man years of work. If we consider that 75 per cent of this work could properly be handled from permanent communities, either present or to be constructed, and considering the great accessibility of most of the areas on these National Forests, this might be too conservative, we then have at least 4,746 52-week man years of justified work available each year for permanent communities in the handling of these Forests and the additional area expected to be purchased by these Forests during this ten-year period. If we may visualize part-time farming for the residents of these communities, which is possible and practicable in the areas under consideration, and the obtaining of a satisfactory standard of living through six months' annual employment of 25 weeks' work on the National Forests for each head of a family, this Region might well be able to supply 9,492 families with at least ten years', and probably perpetual, work. These Forests are all now producing far below their normal capacity of utilizable products, and employment available on other than Government payrolls will gradually be greatly increased on each of these six Forests.

On the average, 9,492 families will represent 37,968 people. The above data

indicate that six Forests in this Region could maintain approximately 40,000 people, located in permanent communities for at least ten years, and probably permanently, through work on the National Forest areas. This would be in addition to a large temporary employment program and work plan. The present employment situation of this country necessitates immediate planning for the long-time employment of a large number of able workers now out of employment. The Forest Service, for the most part, is still concentrating on grinding out temporary employment plans for six or 16 months. Do we lack the vision, the ability, or energy to definitely plan and put into practice a program that will offer permanent justified work to the largest number of people, through the establishment and maintenance of permanent communities? Are the land-use planners of the Forest Service unable to plan for more than 16 months in advance, or are they unable to persuade the "bosses" that the Forest Service should be looking ahead and definitely planning so as to utilize each National Forest area to the maximum benefit of the people of the country over a long period of time, rather than confining 90 per cent of our planning efforts to planning for "temporary relief" only? For the most part the Forest Service is planning and providing only temporary employment relief in many places where there exists the opportunity and responsibility for planning and executing the reconstruction of satisfactory social conditions on a permanent basis. We are taking the easier way, which is not the way to accomplish maximum public benefit over a long period of time. Is our vision and viewpoint still too narrow? Have we learned nothing from our education by the C. C. C. project?

### Comments on Hopkins' Paper

This paper was written on December 6. Since then real progress has been made in planning for long-time programs through the initiation of more detailed work analyses, population studies, mapping submarginal and resettlement areas, and the projection of plans for the continuation of this work.

Individual regions and supervisors have already prepared very impressive and actionable plans for specific project areas. These have received, and are receiving, very favorable consideration. Action on such plans is, from the standpoint of the Forest Service, "in the laps of the gods," and our immediate job is the preparation of such plans for their consideration. We should have plans for the entire system of National Forests similar to those already prepared for individual project areas. If present "plans for planning" materialize we shall have them in the near future. It is hoped that they will be clear-cut, understandable, and actionable, designed to show the legislator and the public exactly what can be accomplished in the way of both immediate and long-time human benefits, and what the costs will be.

If we are successful in preparing preliminary land-use plans for most or all of the National Forests within the next few months, as now contemplated, I believe we can feel that we are making satisfactory progress.



## REVIEWS

*Regional Problems in Agricultural Adjustment: Agricultural Adjustment Administration.* U. S. D. A., March, 1935, 101 pp.—one folded map.

This publication is the basis for the comprehensive survey of agricultural land use being undertaken by the Department (described on page 7 of the Service Bulletin for May 13).

It attempts to localize the problems of agriculture by dividing the country into regions in which given types of farming predominate. There are 13 regional types, which are broken down into 95 sub-regional types, which in turn are divided into over 700 sub-types.

The problems of each region and sub-region are discussed. By means of the regional breakdown, problems are reduced to specific and ponderable terms that will be recognized and understood by farmers themselves.

To be applauded as a step forward in the clarification of land-use problems, the question arises whether regional problems can be solved by focusing attention upon agricultural to the exclusion of other types of land use, and whether ultimately we should not have a map of "Regionalized Types of Land Use," not merely "Regionalized Types of Farming." In this work, for instance, there is no recognition of such uses as turpentine, lumbering, and recreation, which are so closely inter-related with farming in many of the regions in which we are interested.

---

## NATIONAL SIGNIFICANCE OF RECENT TRENDS IN FARM POPULATION

Address by R. G. Tugwell before the Conference on Population Studies in Relation to Social Planning, May 3, 1935 (mimeographed).

In this discussion it is pointed out that the farm population, which in the years 1925-30 produced *three-tenths* of the nation's children, contained only *two-tenths* of the women of reproductive ages and received only *one-tenth* of the nation's income. The areas of worst poverty and illiteracy coincide with the areas of highest birth rate. Poverty and illiteracy result in a high birth rate, which in turn aggravates the conditions of poverty and illiteracy to produce a "depressing spiral which must be broken into somewhere if we are to escape its consequences." The national significance of these trends lies in the fact that it is the surplus population of these rural sections which replenishes urban populations that would rapidly dwindle were it not for recruits from the country.

The low density of population in the "backwoods" regions adds to the per capita costs of education in regions where per capita wealth is low to begin with. Yet it is these regions which are rearing and educating, however imperfectly, the replacements to maintain the non-selfsustaining urban population.

Tugwell asks, "Will well-equipped young men and young women from progressive farming communities, well nourished, well educated, and with high standards of work and cultural interests predominate—or must we expect that the very communities likely to constitute the principal sources for replenishing the future population of the nation will drift toward lower standards of living, sending out a stream of young people easily exploited and poorly equipped for urban living?"

In some areas conditions can be improved by the introduction of new industries or other adjustments in economic organization. But to a considerable extent the fundamental solution can be achieved only by removing some of the population to localities in which part-time farming can be supplemented by earnings from employment in forests or industry. "The establishment of farm-forest communities must be established with view to providing adequate educational opportunities and accessibility to large centers of population."

The long-time aspects of rehabilitation are stressed, and there is a warning to be "wary of offhand criticism of—conditions, and of casual proposals to fix things up during the next convenient week-ed."

### **A HOMESTEAD AND HOPE (Bulletin No. 1)**

*U. S. Department of Interior, Division of Subsistence Homesteads: Federal Subsistence Homesteads Corporation. 1935 (24 pp. illus).*

This well-illustrated little pamphlet is an exposition of the what, why and how of Federal subsistence homesteads. It is well illustrated with "before-and-after" pictures of houses and families. Even a hurried scanning of its pages impresses one with the hopes and aspirations of this movement.

The project is directed toward the relief of families with incomes of less than \$1,200, but sufficiently large to permit making payments on the homesteads. It is estimated that 20 per cent of the cash income can ordinarily be used for payments on a home. On this basis, and with interest at 3 per cent, and a 30-year amortization period, it is stated that a family with an income of \$500 can afford to invest in a \$2,000 home. A \$3,000 homestead calls for a yearly income of \$750, etc. Interest and amortization amount to \$50.59 per year per \$1,000 of homestead price.

In choosing projects, "care is taken to see that the location is in the line of industrial development, and that available employment depends not upon one or two, but upon several well-diversified industries—this in order that the community may not be left stranded by the inevitable shifting of industry."

Ninety per cent of the projects undertaken have been of the industrial type, in which part-time or seasonal workers are furnished with small homesteads on the edge of large cities or near small industrial towns.

"Not the least important of the Division's responsibilities is that of assisting in the provision of employment where it is needed by the homesteaders—community enterprises are encouraged; help is given in training for handicrafts. Under its law the Division cannot loan working capital to private in-



dustries, but it can and does loan funds to homesteaders' co-operative associations to enable them to erect industrial buildings on project land not required for homestead use. The homesteaders may then lease the buildings to private industries which will agree to employ homestead labor. With the income from the lease the loan from the Division is paid back."

The aims of the project are expressed in the following quotation:

"The Division hopes that it may so conduct its program, so prove the feasibility and benefits of subsistence homesteading, that other agencies—State and local, public and private—may be induced to contribute their help in bringing many thousands of American families, not *back*, but *on* to the land."



## SUGGESTIONS FOR DISCUSSION

1. Mr. Penick indicates that when planning actually presses upon the personal desires and aspirations of Bill Jones he may not be so quick to acquiesce in its desirability. This problem will confront us quite generally when we begin in earnest to buy out submarginal farmers and resettle them on good land.

A farm may be so poor that its occupants would gladly move if they had no other source of income than that obtainable from the land. Employment in forest work may subsidize the family just enough to make life in the old home quite satisfactory and it may become reluctant to relocate. This problem has arisen in connection with direct relief, families receiving relief payments becoming much more content to remain on submarginal farms than before the relief payments were made.

In the case of a large drainage district in Wisconsin that is scheduled for abandonment, local merchants sided with landowners in opposing the retirement of the submarginal farms. The relief funds enabled the submarginal farmers to live comfortably in their isolated homes, and also made them good customers for the country stores that otherwise would have been unable to exist. How are we to meet problems of this type when they arise on the National Forests? In cases where forest work is the source of income that makes continued occupancy of submarginal lands desirable, will we be justified in refusing employment to families who refuse offers of resettlement? In many cases local governments will be the chief beneficiaries in submarginal land retirement through the savings to be made in road and school costs. In such cases should the task of persuading unwilling families be left to local agencies?

2. With his "basic principles" Camp outlines an idealized rehabilitation program, involving the entire population within the work district or project area. He is, of course, discussing rehabilitation from the standpoint of all interested and responsible agencies.

He states that we must enlist the co-operation of local relief agencies in developing a favorable plan for the rehabilitation of unemployable families. While the problems of the misfits and unemployables are primarily responsibil-

ities of local agencies, there are cases where unemployables occupy submarginal farms in the retirement of which we are directly interested. What assistance might the Forest Service give in such cases in developing plans for their relocation and rehabilitation?

3. Camp's principles also suggest a question in relation to the CCC camps. If forest workers are to be settled in subsistence homesteads to fill the long-time labor requirements of each work district, what part will the CCC have in the future of the forest work program?

The CCC camps serve as useful and socially desirable a purpose as subsistence homesteads, but for a different class of workers. The conflict between CCC and local labor has been partially and temporarily solved through enrolling local workers in the CCC camps, but it is not solved as regards the long-time program. If we are to depend on CCC labor year after year for fire protection, maintenance and other recurrent work, it is going to directly affect the number of resident workers that can be employed and the number of subsistence homesteads it will be desirable to develop.

Many of our new units have been established for the specific purpose of providing work for CCC camps. Funds for their purchase were allotted from Emergency Conservation funds. Yet within those units are many residents, a large part of whom are on public relief. The provision for L. E. M.'s in the CCC provides an opportunity for only a small part of them. Many are located on land which is submarginal for full-time farming, and unless opportunities are available for part-time employment and readjustment to a subsistence farming basis—with relocation where necessary—these residents will continue to exist in the condition of large-family poverty that Tugwell points to as one of our most serious national problems in population trends.

The obligation to resident workers is one that cannot be avoided, at least as regards those on relief, and whom the work relief act was intended to place on constructive work projects. If we don't employ them, some other work agency must.

Actual increase in the number of resident workers in a district possibly should be confined to communities where such industries are already established or deferred until permanent forest industries are established, thus leaving labor requirements in excess of resident labor supply in districts without forest industries to be met for the time being from the CCC and transients.

We must eventually have a plan for the division of labor between the CCC and the resident worker, and also the transient laborer who may continue to play an important role in seasonal work for a long time to come.

The first basis for division might be between recurrent and non-recurrent jobs. The CCC and transient labor might well be assigned to construction jobs and special jobs, like control of insects and disease epidemics, large planting jobs, etc., for which it is necessary to bring in outside labor.

As a second basis, would it be possible to decide for each work district a



desirable division of regular or recurrent work among resident labor, CCC and transients? There are some districts in which establishment of subsistence homesteads may not be desirable for reasons of isolation, inhospitable climate, lack of suitable soils for farming, etc. In such districts it may be desirable or necessary to handle all or the major part of the regular work with transients or CCC camps.

Until detailed work inventories, population and land-use studies have been completed it will be impossible to answer these questions. When completed, analysis will show the extent to which labor requirements should be met from resident workers, the CCC and from transients. What factors and bases of determination should enter into these analyses and decisions?

4. Little has been said of section "b" of the study title—Relationship of Planning to State, Adjoining States, Nation. The relationship of local population which is nearer to the specific problems on the individual forest and can be discussed in concrete terms and cases, has stolen the show, except for the review of Tugwell's address on the National Significance of Recent Trends in Farm Population. There is food for thought even in the brief review of his remarks. To what extent can the Forest Service contribute to the solution of the national aspects of this problem? Discuss any other phase of the regional or national significance of land-use planning in which you feel the Forest Service has a direct interest.

\* \* \* \* \*

NOTE—This number, including the reviews and suggestions for discussion, was prepared by E. A. Foster. I have nothing further to add or suggest, unless it would be that you answer the question raised in one paper as to the defective "vision" of forest officers. Being an outsider, or at least a layman when it comes to land planning, I am intensely curious. It seems to me that Camp, Hopkins, Henzie, DeMoisy, Parkinson each envisions a different goal, and then Putnam tells us that they are all wrong. I suppose Putnam is the only one that is right. Or is he?—P. K.

## DISCUSSION OF LESSON 31

### Objectives in Planning

DANA PARKINSON

REGIONAL OFFICE

OGDEN, UTAH

The common objective in land-use planning is to visualize the potential uses of land and its products and determine the use which will contribute most to human happiness. This happiness may be in the form of industry which will furnish dependable supplies of money or goods, or it may be in the form of a pleasant stimulus to mind or body.

As to problems, the greatest is to develop and organize human selfishness into intelligent desires which will work for the group rather than the individual, so that individual benefits will be the result.

While planning aims to make an equitable distribution of the returns from all resources, the drive behind planning will come not only from the masses who have never secured their share of the returns, but also, and probably more forcibly, from the quick witted, more aggressive, and better trained groups or individuals who are accustomed to steering forces to their own advantages. So let no one be deluded into thinking that land-use planning will assure the proper use of land. The Forest Service will need as much as ever to organize its educational forces and work for a powerful and creditable presentation of its type of administration as compared with other types and other influences. The most carefully prepared plans or the most scientific diagnosis of a problem will never determine the action to be taken unless accepted by those who make the decision. In other words, as some noted character has said, "In the struggle of ideas to get recognition, the real test is the power of thought to get itself accepted in the open competitive market." This planning movement, therefore, will eventually, if it has not already been, be a contest. The public will rally around the banner that displays the most alluring returns. The Forest Service's responsibility is to make sure its client, the public, is not hoodwinked into accepting any type of management inferior to its own.

---

C. B. SWIM

GALLATIN NATIONAL FOREST

BOZEMAN, MONTANA

Two questions in Land-Use Planning are asked: (1) What is your working objective? . . . What are the problems you must meet, and how will you meet them? (2) . . . Is there some common objective that will tend to unify and correlate the movement and prevent major conflicts and cross-purposes in the things being done? Mr. Keplinger continues: . . . One's first impression is that it's an awful jumble. But back of it all there must be some unity of purpose that will carry the whole movement somewhere. What is it?

We are losing precious time if we consider land-use planning by the piecemeal method or fail to visualize the situation in the light of, or in harmony with, new-day principles and human needs. Such vision must be national in scope and carefully merged with plans of other departments or agencies that are working constructively to a definite end, namely, the betterment of human



conditions. This thought is again mentioned, for the reason that the Forest Service can plan independently only insofar as individual tracts or localized projects are concerned within its own boundary lines. Questions of policy affecting the Service as a whole must fit into the scheme of new-day adjustment.

But what is it all about anyhow—this new deal? What is the interpretation of new-day adjustment, new order of human affairs, new economic situation, trend of human conditions, etc., etc.?

To answer these questions with any degree of satisfaction one must go back to the fundamental causes of the so-called "depression," estimate its probable length, and what course human affairs will shape themselves into when the nations emerge and again start functioning in an orderly manner under the new setup. The old order of affairs and living, up to the break of 1929, brought about many human errors, chief of which were greed and selfishness, personal aggrandizement, the wrong interpretation of the use of money, unbalanced living conditions, and the amassing of great wealth on the one hand and poverty and squalor on the other, until a mighty foglike mist settle down upon all nations, which we term "the depression," of sufficient intensity and duration to awaken humanity to the error of its ways and to work out a new order of living that will give a better and more balanced condition to all classes of people.

Assuming that the above may be a line of thought somewhat in the right direction as to the cause, we must next judge as to the probable ending of the depression, and when the country can start constructively or set to work in earnest laying definite plans for further betterment of conditions in general. Carrying this line of thought further, we might guess from indications that the present unsettled conditions will end about the closing date of the present presidential administration, or in the neighborhood of two years hence.

Nationwide planning, of which land-use planning is a part, takes on the appearance at the present time, as Mr. Keplinger states, as "an awful jumble," for the reason that plans are in the throes of making, but have not been definitely co-ordinated. Many agencies are constructively at work on land adjustment matters, but such work is being carried on, one independent of the other, and, as a result, no fixed focal point can be met.

Secretary Wallace is working to this end. A series of meetings are now being called throughout different sections of the United States to which agricultural college heads and land economists having to do with land-use planning are requested to attend. One such meeting is in session at Salt Lake City, the purpose of which is the amalgamation of plans of the various agencies at work in both the Department of Agriculture and Department of the Interior, as well as the Agricultural College and State Planning Boards.

It would seem that before the Forest Service initiated further land-use planning, in view of the present unsettled state of affairs, that it would be well, if such has not already been done, to appoint a committee to attend all such meetings, as above mentioned, and to sit in on all planning boards and to have

an active part in the formulating of plans where such, in any manner, affect Forest Service policy; even go a step further and solicit membership on all national planning boards that have to do with land-use planning in all its phases, whether such planning directly affects national forest policy or not.

Last Fall, about the time of the Ogden Conference, Forest Supervisors were requested to prepare a Public Domain Study, designed to show the relation of existing public domain to the present forest boundary and the use to which such lands were being put. On the Gallatin, an examination of the entire exterior boundary was made and a proposed new boundary recommended that would include all lands, privately owned as well as public, now outside to a marginal limit that would not conflict with major bodies of agricultural land. Both the examination and report were hastily made. The time limit was short, and the job was hurried through with as little break as possible in other projected Forest work. As a result, the job was poorly done. There was no co-operation with other agencies, and no careful study made on what the economic influence would be on adjacent communities should the new boundary be established as recommended. The original outline calling for the report was hastily drawn up. The time limit for its preparation was too short, all of which resulted in haste and immature consideration of the subject.

The Forest Service is now established. The preliminary jobs have been done. Future policies and plans for work should be well thought out before the work is handed out as a job to be accomplished. When undertaken, the job should not be hurried through. If it is worthy of doing at all, it is worth doing well, and no job can be done well where the element of hurry enters too much into it.

---

J. W. FARRELL

CHALLIS NATIONAL FOREST

CHALLIS, IDAHO

The objectives or the things we are trying to accomplish in our own particular region might be stated in an elementary and concrete way as follows:

1. Reclamation through irrigation of lands more fertile and productive and the subsequent retiring of submarginal land made possible by such development.
2. Development of water-power resources for rural communities and for economical operation of otherwise non-productive mines and other enterprises.
3. Regulated and proper use of agricultural lands and development of pasture lands which will support within their bounds livestock for a greater period of the year. Such development to lessen the acute demand for public range and enable us to reseed and rehabilitate overgrazed public lands.
4. Conservation of water and curtailment of erosion on watersheds and the perpetuation of and maintenance of soil fertility on the watersheds as well as on the agricultural lands.
5. Maintenance and perpetuation of wild-life resources consistent with the demand for other uses.



No doubt I have covered only a few of the objectives, but have endeavored to point out my version of land-use planning as applied to my own particular locality. All of the foregoing statements could, perhaps, be summarized by quoting more general objectives, and it is difficult to be specific without too much detail on the subject.

I am of the opinion that we would be inclined to cover too much territory as a unit in land-use planning. It seems to me that the average mind does not have a clear enough vision over wide areas. It is true that we must correlate and regulate uses throughout large watersheds, keeping in mind the conservation of natural resources. I believe we should break the task up into smaller parts and later piece it together.

The prevention of erosion and the maintenance of the fertility of the soil seem to be of paramount importance.

The building up and maintenance of the largest number of successful homes and successful enterprises might be the ultimate outstanding final objective or incentive to carry through the land-use planning program.

I do not believe it possible or practical to determine in advance our fair share of the nation's population, but would develop natural resources and promote land-use planning to offer permanent employment and livelihood to the greatest number for an infinite period of time. Insofar as this immediate region is concerned, we must develop other enterprises to create a demand for our surplus timber resources. In other words, it might be possible to overdevelop Forests too far in advance of other community enterprises.

In some of our communities, near the Forests, particularly, I would suggest the creation of a combined government field service acting under a unified direction toward a solution to the land-use planning problem.

### **Comments on Mr. Farrell's Paper**

Breaking an area into smaller parts is indeed essential in carrying out a land-use plan. If this is not done in accordance with some sort of plan, we may have difficulty when the time comes to later piece it together. The solution to the difficulty of planning for large areas is to deal with gross characteristics. To paraphrase an old proverb, great areas must be divided into little areas; little areas must be divided into lesser areas, and so, not *ad infinitum*, but down to the individual farm unit and logging chance.

Just how great is the danger of overdeveloping forest resources? True, we don't know for certain that there will be a demand for every stick of timber at the optimum silvicultural moment. In fact, considerable volumes of timber will probably continue to die and decay on the stump because of the poor market for thinnings.

But on what basis might we curtail our forestry efforts? In cultural operations we are looking ahead ten years at least, even in the South. For the most part we are looking farther into the future than that. Who can predict what the market will be absorbing in the way of forest products in 1945 and later?

None of us can. But let us digress a moment into speculation on the future.

There are some who say science will find new materials, and that the use of wood is bound to decline. But what new materials might science find? All of the new processes and current researches which may revolutionize the textile, the starch, fuel or other industries over night depend upon organic raw material, the only present sources of which are plant and animal products. Coal and oil are merely stored and metamorphosed plant and animal materials. Studies have shown that the forest is the most prolific of all forms of land use in the production of dry-weight organic material per acre per year. This information comes as a surprise to many who have thought of forestry as not only a long-time, but relatively low in the scale of productivity in terms of yield per acre per year.

A large part of the raw material produced by the forest is cellulose, the most important raw material in present chemical researches. Eventually chemical science will probably be able to use any type of organic compound. The one hurdle which chemistry does not promise to take in the near future, and perhaps never will, is the commercial production by chemical means of inorganic compounds from organic raw materials. Apparently this will remain a task for the chlorophyll of plant crops.

The purpose of this digression has been to develop the thought that we cannot predict, but that every effort at prediction points to the conclusion that the prosperity of the future will depend upon abundant supplies of organic raw material. Given such material, science will probably be able to satisfy most of the material needs of mankind, but it will probably continue to depend upon nature for the initial fabrication of simple inorganic molecules into the complex organic ones for which new uses are constantly being found. By developing the forest we are preparing for this future economy. Since we cannot predict what its demands will be, how can we know, if we do find that they appear, momentarily, to have been overdeveloped, that within less than a rotation new uses and new demands may develop which will make the supply inadequate?

We can develop the forest ahead of other community enterprises with no unfavorable consequences. Overdevelopment of utilization facilities is a danger, but that is entirely different from the development of the forest itself.

---

The idea of a combined Government field service is an interesting one to speculate upon. Unquestionably, there is a need for some means to co-ordinate locally the activities of the multitudinous governmental agencies which are now co-ordinated only through Washington. However, no active move has yet been made in this direction, as far as known, and although such a move may ultimately develop it may not be for a long time. In the meantime, the best means of insuring co-ordination in the National Forests may be to have the Forest Service handle all such activities as are related to the general problems of forest administration, including such activities as submarginal land acquisition, resettlement, etc. Whether or not such an arrangement can be



worked out also remains to be seen. If it cannot, and if no other means of co-ordination are initiated, then more effective arrangements will have to be worked out for co-operation among the several agencies, even though co-ordination through such free co-operation proves time consuming and wasteful.

---

H. C. HILTON

REGIONAL OFFICE

DENVER, COLORADO

In reference to Kep's question as to whether there is not some common objective that will tend to unify and correlate the movement and prevent major conflicts and cross-purposes in the things being done in land-use planning, this ties in with questions being raised these days by economists. Many of these men, including some of the "brain trusters," in planning and discussing the New Deal policies, take the position that real planning can only be accomplished under a dictatorship. They argue that the effect of some plans which have been made, as, for instance, the retirement of lands from production, is largely negative when other lands of low agricultural value, such as on some of the reclamation projects, are added to productive areas. We might have as an objective the establishment of a dictatorship, as in Germany and Italy, but it is rather doubtful if the American people are as yet ready to accept this. In Italy, economists report that nationwide planning has progressed further than in any other nation, but largely through the socialization or nationalization of industry.

While we are probably not ready for a dictatorship, it seems to me that even on National Forests adequate land-use plans cannot be made without considering conditions existing beyond the immediate vicinity of the Forest, or beyond the State. Zon has said that our planning of land use must begin with the land on the National Forests, but I doubt whether this is correct if we consider the part of National Forests in a nationwide plan of land use. Is not the objective for nationwide land-use planning a proposition of establishing quotas? The AAA is establishing a wheat quota, a cotton quota, and perhaps others. Perhaps we will have a timber-production quota, if we do not have this now under the Lumber Code. It seems necessary to establish for the nation the acreage needed for crops, pasture, game recreation, etc., as the first objective of land-use planning, then establish quotas for crops, for use of certain areas by game, by people for recreation, etc., with distribution by States and localities. To illustrate: A national forest has, since the building of a transcontinental railroad, supplied annually an average of 25 million feet of timber, chiefly railroad ties, to this railroad. Yearly quotas were established and divided between timber-producing companies and as a result business would be good for a few years, or as long as the quotas were locally applied. Frequently, because of overstocking or by saving small amounts through West Coast purchases of ties, no quotas or contracts would be given, and as a result the local business would be demoralized and timber workers frequently with families, would go on relief or move to other parts of the country. When quotas were again established, it was difficult to secure tie choppers and other woods workers. If production quotas are established by federal authority by regions,



then the Forest Service could adequately plan on supporting a local population on continuous employment in producing railroad ties and other work on the National Forest in the local community. In some cases in the West, present communities can be continued, although timber workers might have to commute to and from the town or village to the woods operations.

### Comments on Hilton's Paper

These production quotas are interesting things. The position has been taken by the Forest Service that all land suitable for forestry and not needed for other uses should be devoted to forest use. Forest use in this case, of course, means reaction, wild life and other uses, as well as timber production. This principle makes forestry a catch-all for what is left after other land-use needs have been satisfied. This may have looked to non-foresters like we were staking a claim to more than our share. But there is some excellent logic behind the principle. It is pointed out that agricultural crops, including livestock, can be increased or decreased in a short period, making it possible to plan with fair accuracy on the amount to be produced. Forest production, on the other hand, requires such long-time planning that it is impossible to predict what the needs will be when this year's seedlings are ready to harvest. The only reasonable assurance is that there will be a continuing demand for forest products which will increase as other organic resources are depleted and as science finds new uses for cellulose and other organic raw materials produced by the forest. Therefore, acreage quotas for forestry appear out of bounds.

Production quotas for the timber that is to be cut are another matter. If there are to be production quotas, should not the first requirement be to restrict cutting in all community areas to not more than the equivalent of growth to safeguard the future of the community? If this were done it might be that a large part of the problem would be solved. If it proved, however, that the *allowable* cut was larger than the market needs, then some further production restriction might be in order.

A safeguard against the ups and downs of *laissez faire* is for a community to have more than one basket for the eggs of employment, small home industries, for instance, to supplement forest work in supplying cash income for the part-time farmer-forester-lumberman-industrialist.

---

L. C. HURTT

MISSOULA, MONTANA

#### NORTHERN ROCKY MOUNTAIN EXPERIMENT STATION

The three following objectives should be prominent in Land-Use Planning:

1. Safeguarding, through wise use, the natural resources—soil, water, game, timber, etc. Some may contend that human welfare should be placed first, but the burden of proof is upon such contenders. I place resources first, because that is the only safe thing to do, and because it is the only decent deal to pass on to posterity.
2. Reasonable distribution of the opportunities to enjoy the fruits of these resources—this distribution to be largely in the interests of those who

now have opportunities below an average or minimum level.

3. Reasonable security—this security to be largely in the interest of those enjoying opportunities considerably above the minimum level. Full recognition of differences in abilities and standards must be given in these cases where reduced opportunities seem to be the only solution. Pure communism has never yet been attained, I believe.

For a certain range area in Montana that I have in mind, the above objectives mean some revamping of rules of the game in the form of more accurately defined minimum economic ranch units, new protective and maximum limits with reasonable distribution and reasonable security and the safeguarding of resources, as mentioned above, clearly in mind. This may possibly require some shifting of population. The first thought in this population question should be adequate provision for present numbers before inviting others in or attempting to push people out. Moving people out should be a very late phase of land planning, for conditions known to me. It is one of the most difficult phases, and the most confusing and futile, unless it is attempted only after all other opportunities for providing for them at home have been exhausted.

---

CHAS. DEMOISY, JR.

UINTA NATIONAL FOREST

PROVO, UTAH

Land-use planning will affect local communities most of all. Areas of good agricultural land in sufficient size to support social units will take care of their fair share of the population. Such lands, properly situated with respect to markets, and wisely used, will offer no problems in classification and occupancy, under normal conditions of production and consumption.

Unprofitable small farming may be continued only where it can be carried on in connection with part-time employment or in combination with some profitable activity. An agricultural community will not be maintained by struggle and sacrifice where the land is only suited to growing forests or forage crops for livestock and game. Properly co-ordinated and balanced use of all lands will make for stable communities where social progress and development will be possible.

Livestock ranching on submarginal lands in the West has been a devastating practice. The production of winter feed for the animals has been insufficient to safeguard against winter losses and the competition for forage on the open range has resulted in serious overgrazing and depletion, all of which has left stranded ranching communities that must pass out of the picture. Fewer stock and more vegetation is needed to reduce erosion.

Wise planning should result in populations being properly placed and in proper density with relation to resources and their proper use. This may result in some realignment of the political units of State Government. Stranded communities resulting from past mistakes in land use will not have to be maintained at the expense of more prosperous units. One writer has said there are ten times too many governments. Less local units of government will result in reduced costs, and the use of all land for what it is best suited will in the long



run result in the greatest total wealth to the State and the Nation.

Cheap lands and idle lands can be used for forestry, grazing, wild life, and recreation, not overlooking the business side of the latter. Out-of-State people may seek recreation in States having the most to offer in this line.

Some States and some regions should cease to produce those things that they cannot produce economically and look to neighboring States for such things. They should not be so much in competition with each other, with resultant economic loss, which is not good for the people nor for the land. On the other hand, there is need for some sections to produce certain products, such as timber, close at home.

---

FRED R. JOHNSON

REGIONAL OFFICE

DENVER, COLORADO

One of the difficulties R-2 has met in putting into effect plans for proper land use is that of getting the Marginal Land Directors of the AAA interested in projects within and adjacent to the National Forests of this Region. National Forest tracts, which proper land use indicate should be publicly owned, have so far received very little consideration in contrast with projects in problem areas in the plains region to the east. For example, H. H. Bennett of the Soil Erosion Survey reports 9,000,000 acres in Colorado as being seriously damaged by wind erosion, with a large part of the population of these districts on relief, farms loaded with mortgages, and tax delinquency high. Our small problem areas in the National Forests have little chance for consideration in competition with the plains projects.

The Director of the Marginal Land Project for the Colorado-Wyoming-Utah Region recently told me that so many tracts were proposed to the AAA for purchase that he could consider only the most serious problem areas. He said: "The tracts you propose are small, conditions are not so serious, and emphasis has been placed too much on their value as additions to the Forests for winter game range or growing timber. We are not approaching the problem from that angle. I know that the Forest Service and the Biological Survey are always willing to take land, but we are interested more in helping distressed people on marginal lands, and we must know where to place them before we purchase their holdings. What have you to offer on the National Forests?"

"Aye, there's the rub!" Subsistence homesteads in the Rocky Mountain Region, as a rule, must be located on irrigated land which is available if the Rehabilitation Corporation can be persuaded to buy it. But the Service cannot guarantee any definite amount of work, even if the families are provided with homes. The work is available in portions of some Forests and could be carried on indefinitely. But such projects are dependent upon the availability of public funds for thinning, roads, improvements, etc. With the reaction already in the offing against large public expenditures, the AAA and the Rehabilitation Corporation are going to be more skeptical of our projects.

We need more surveys of the type made in the Huron Forest, or of those of the Division of Research and Statistics of the FERA, such as those recently

received for Cheyenne, Yuma, and Baca Counties, Colorado, entitled, "Rural Problem Areas Survey Reports—Short Grass—Winter Wheat Area." Our estimates of possible work need more study to bring out their value, the length of time that such projects can be continued, and other points that will show more conclusively to the AAA and the Rural Rehabilitation that the Forests offer opportunities for future work.

---

J. N. TEMPLER

HELENA NATIONAL FOREST

HELENA, MONTANA

Throughout this big planning movement there is a common objective, but it will not, in my opinion, prevent conflicts nor correlate the movement until the legislation necessary to stabilize the use planned for the land is made law.

While I am in favor of extracting and using all needed minerals now stored in Nature's reservoir in the National Forests, I do not think that the prospector should be allowed the unrestricted freedom he now enjoys under the mineral laws to monopolize such National Forest land as he chooses. In other words, why plan, why spend Government funds on National Forest lands which, by the simple act of setting up some corner posts, posting notices and recording at a County Recorder's Office, any itinerant prospector may take unto himself.

Apparently no Government-owned land in the Deerlodge, Helena, Lewis and Clark and Beaverhead National Forests is safe from alienation under mineral entries, regardless of whether or not it has been used by the public for other uses since prior to the creation of the Forests. In this particular, public use is secondary to the use of an individual, and until this situation is corrected planning seems a more or less futile gesture.

---

JOHN A. ADAMS

REGIONAL OFFICE

ALBUQUERQUE, N. M.

The broad objective in all land-use planning is essentially the work of securing the optimum use of all classes of land for the benefit of all. It is essential to balance the conflicting claims of the farmer, forester, miner, industrialist, home owner, recreation seeker, etc., and further secure a balance between town and country development, between the economic and esthetic needs of the nation. This has all been expressed previously, and is not new; it does, however, give us a statement of facts on which to develop our plans specifically.

The potentialities of the soil are the controlling influences of land utilization. It will be necessary to make surveys to provide facts and indicate trends from which it will be possible to evaluate present deficiencies and plan for future requirements. On two of the Forests (Carson and Santa Fe) dependency studies have been completed. These studies provide basic facts from which detailed plans can be made, outlining a definite program of action which will work towards the accomplishment of the main objective. Obviously additional information will be necessary as the plans develop, since it is essential that a proper balance is maintained between the survey or study and the objective. While we set a definite objective, it is doubtful if we can ever meet it,



since our plans are constantly changing and developing with new and conflicting uses.

Apparently land-use planning as now designated covers the land and its products. First, it must be determined what the soil is best suited for, the highest use determined. Research can develop the scientific basis for the best utilization, regardless of ownership. With these data correlated with other studies as a basis, it will be necessary to educate the public, for, after all, unless there is a thorough understanding and appreciation of the entire problem progress will be very slow. Further, as Flint brought out in his discussion, if we are to avoid "getting all hopped up and formulate reams of half-baked plans," very careful and thorough planning which recognizes all factors must be made. It is a continuous activity, constantly changing.

After the basic facts are determined as to soil, then will follow use and administration of the products, such as timber, forage, recreation, wild life and water. Our Forest Plans now in use will, by necessity, be enlarged as new studies are completed. These plans will not only cover the Forest, but the adjacent dependent areas.

Acquisition of lands inside and adjoining the Forest will become necessary. Private holdings blanketing canyons and streams will be needed to open areas to recreation use of the public. Larger holdings, influencing watershed, timber, grazing and game values, should be acquired to be administered for the public rather than for a few individuals.

Submarginal farm lands in and adjacent to the Forest present a problem. These lands, in certain cases, should be taken out of their present use or holdings consolidated. The study of submarginal lands outside the Forests has been handled by the AAA, our problem is similar but will have to be solved in a different manner, in view of the inherent peculiarities of the native population.

Zoning has possibilities, as has been demonstrated in Wisconsin. Whether or not we need it will be determined as our plans develop from the social and economic data collected. The entire setup has untold possibilities, and if we "make haste slowly" much is to be gained for everybody.